

# **Audit**



# **Report**

OFFICE OF THE INSPECTOR GENERAL

**DEFENSE BASE REALIGNMENT AND CLOSURE  
BUDGET DATA FOR THE CLOSURE OF GRIFFISS  
AIR FORCE BASE AND REALIGNMENT OF ROME  
LABORATORY AND NORTHEAST AIR DEFENSE  
SECTOR, ROME, NEW YORK**

Report No. 96-139

June 3, 1996

**Department of Defense**

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### **Acronyms**

BRAC  
MILCON  
NEADS

Base Realignment and Closure  
Military Construction  
Northeast Air Defense Sector



**INSPECTOR GENERAL**  
**DEPARTMENT OF DEFENSE**  
**400 ARMY NAVY DRIVE**  
**ARLINGTON, VIRGINIA 22202-2884**



June 3, 1996

**MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)**  
**ASSISTANT SECRETARY OF THE AIR FORCE**  
**(FINANCIAL MANAGEMENT AND COMPTROLLER)**

**SUBJECT: Audit Report on Defense Base Realignment and Closure Budget Data for the Closure of Griffiss Air Force Base and Realignment of Rome Laboratory and Northeast Air Defense Sector, Rome, New York (Report No. 96-139)**

We are providing this audit report for review and comment. This report is one in a series of reports about FY 1997 Defense base realignment and closure military construction costs. Management comments on a draft of this report were considered in preparing the final report.

DoD Directive 7650.3 requires that all audit recommendations and potential monetary benefits be resolved promptly. The Air Force comments were not fully responsive. Therefore, we request that the Air Force provide comments on Recommendations A.2. and B.2.a. by July 2, 1996.

We appreciate the courtesies extended to the audit staff. Questions on the audit should be directed to Mr. Terry L. McKinney, Audit Program Director, at (703) 604-9288 (DSN 664-9288) or Ms. Bobbie Sau Wan, Audit Project Manager, at (703) 604-9259 (DSN 664-9259). If management requests, we will provide a formal briefing on the audit results. See Appendix H for the report distribution. The audit team members are listed inside the back cover.

Robert J. Lieberman  
Assistant Inspector General  
for Auditing

## Office of the Inspector General, DoD

**Report No. 96-139**  
(Project No. 6CG-5001.23)

**June 3, 1996**

### **Defense Base Realignment and Closure Budget Data for the Closure of Griffiss Air Force Base and Realignment of Rome Laboratory and Northeast Air Defense Sector, Rome, New York**

#### **Executive Summary**

**Introduction.** This report is one in a series of reports about FY 1997 Defense base realignment and closure military construction costs. Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991, directs the Secretary of Defense to ensure that the amount of the authorization that DoD requested for each military construction project associated with Defense base realignment and closure does not exceed the original estimated cost provided to the Commission on Defense Base Closure and Realignment (the Commission). If the requested budget amounts exceed the original project cost estimates provided to the Commission, the Secretary of Defense is required to explain to Congress the reasons for the differences. The Office of the Inspector General, DoD, is required to review each Defense base realignment and closure military construction project for which a significant difference exists from the original cost estimate and to provide the results of the review to the congressional Defense committees. Our audits include all projects valued at more than \$1 million.

**Audit Objectives.** The overall audit objective was to determine the accuracy of Defense base realignment and closure military construction budget data. This report provides the results of the audit of three projects, valued at \$4.29 million, for the closure of Griffiss Air Force Base, New York, and realignment of Rome Laboratory, New York.

**Audit Results.** The Air Force overestimated the requirements for two Rome Laboratory projects: project JREZ940055, "Alter Consolidated Logistical Facilities," valued at \$2.55 million, and project JREZ940056, "Alter Support Facilities," valued at \$0.94 million (Finding A). Additionally, the Air Force could not provide documentation to support project JREZ959632, "Alter NEADS [Northeast Air Defense Sector] Facilities" (Finding B). As a result, the Air Force overstated projects JREZ940055 and JREZ940056 by a total of \$689,000, and we were unable to validate the budget request for project JREZ959632.

See Part I for a discussion of the audit results. See Appendix D for a summary of invalid and partially valid requirements for the projects we reviewed and Appendix F for a summary of the potential benefits resulting from the audit.

**Summary of Recommendations.** We recommend that the Under Secretary of Defense (Comptroller) place all three projects on administrative withhold until the Air Force submits revised DD Forms 1391 for those projects. We recommend that the Commander, Rome Laboratory, submit revised DD Forms 1391 for projects JREZ940055 and JREZ940056 and reduce the budget estimates for the projects by \$359,000 and \$330,000, respectively. We recommend that the Commander, Northeast Air Defense Sector, submit a revised DD Form 1391 for

project JREZ959632, fully supported by adequate documentation, that reflects valid Defense base realignment and closure requirements and costs and that excludes the requirement to upgrade Building 700.

**Management Comments.** The Under Secretary of Defense (Comptroller) concurred with the recommendations and agreed to place all of the projects on administrative withhold at the beginning of FY 1997 if all issues have not been resolved. The Air Force concurred with the recommendations on project JREZ940056. However, in revised comments, the Air Force nonconcurred with the recommendations on project JREZ940055, stating that the audit-calculated administrative office space allowances did not include requirements for toilet rooms and understated the special purpose space requirements. For project JREZ959632, the Air Force canceled the requirement to upgrade Building 700. However, the Air Force comments stated that project JREZ959632 should remain on administrative withhold only until the design is complete. A discussion of management comments is in Part I of the report. The complete text of the management comments is in Part III.

**Audit Response.** With respect to project JREZ940056, the Air Force comments are responsive to the recommendations. However, for project JREZ940055, the audit-calculated administrative office space allowances were consistent with applicable Air Force guidance, as limited by space existing at Rome Laboratory's current facilities. Although the Air Force submitted a revised DD Form 1391 for project JREZ959632, the Air Force did not state whether or not the budget request for the project was fully supported by adequate documentation. Project JREZ959632 should remain on administrative withhold until it is validated through audit verification of supporting documentation, not only until design is complete. We request that the Air Force provide additional comments on Recommendations A.2. and B.2.a. by July 2, 1996.

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## **Part I - Audit Results**

### Audit Background

The Office of the Inspector General, DoD, is performing various audits of the Defense base realignment and closure (BRAC) process. This report is one in a series of reports about FY 1997 BRAC military construction (MILCON) costs. For additional information on the BRAC process and the overall scope of the audit of BRAC MILCON costs, see Appendix C. See Appendix D for a summary of invalid and partially valid requirements for the projects we reviewed.

Inspector General, DoD, Report No. 95-172, "Defense Base Realignment and Closure Budget Data for Griffiss Air Force Base, New York," April 13, 1995, states that the Air Force requested \$2 million to construct a new building for the Northeast Air Defense Sector (NEADS) instead of considering a lower cost alternative. The Air Force canceled the project in favor of a new lower cost project to alter existing NEADS facilities.

Inspector General, DoD, Report No. 94-107, "Griffiss Air Force Base, New York, Defense Base Realignment and Closure Budget Data for Military Construction at Other Sites," May 19, 1994, states that the Air Force did not adequately document and justify estimated costs for 15 of the 17 military construction projects requested in the FYs 1994 and 1995 budgets. The report further states that the Air Force inappropriately designated BRAC funds for 2 of the 15 inadequately documented projects, totaling \$2 million, and overstated requirements for 1 of the 15 inadequately documented projects. Additionally, the report stated that relocating the 485th Engineering and Installations Group, Air Force Communications Systems Center, from Griffiss Air Force Base to Hill Air Force Base may be unnecessary. For the 15 inadequately documented projects, the Air Force subsequently provided adequate supporting documentation for 7 projects, reduced the budget requests for 3 projects, and canceled 5 projects. Also, the Air Force disestablished the 485th Engineering and Installations Group and canceled the two projects relating to its relocation.

### Audit Objectives

The overall audit objective was to determine the accuracy of BRAC MILCON budget data. The specific objectives were to determine whether the proposed project was a valid BRAC requirement, whether the decision for MILCON was supported with required documentation including an economic analysis, and whether the economic analysis considered existing facilities. Another objective was to assess the adequacy of the management control program as it applied to the overall audit objective.



This report provides the results of the audit of three FY 1997 BRAC MILCON projects, valued at \$4.29 million, for the upgrade and alterations of existing facilities as a result of the closure of Griffiss Air Force Base and realignment of Rome Laboratory and NEADS, Rome, New York. The following table summarizes the projects that this audit reviewed.

<b>Table 1. BRAC MILCON Projects Reviewed</b>			
<u>Project Number</u>	<u>Project Location</u>	<u>Description</u>	<u>DD Form 1391 Amount (millions)</u>
JREZ940055	Griffiss AFB *	Alter Consolidated Logistical Facilities	\$2.55
JREZ940056	Griffiss AFB	Alter Support Facilities	0.94
JREZ959632	Griffiss AFB	Alter NEADS Facilities	<u>0.80</u>
<b>Total</b>			<b>\$4.29</b>
* Air Force Base			

See Appendix A for a discussion of the scope and methodology and Appendix B for a summary of prior coverage related to the audit objectives. The management control program objective will be discussed in a summary report on FY 1997 BRAC MILCON budget data. Therefore, this report does not discuss our review of management controls at Griffiss Air Force Base.

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## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

The Air Force overestimated the requirements for two Rome Laboratory BRAC projects: project JREZ940055, "Alter Consolidated Logistical Facilities," valued at \$2.55 million, and project JREZ940056, "Alter Support Facilities," valued at \$0.94 million. The Air Force overestimated the requirements because Rome Laboratory Civil Engineers miscalculated the space requirements for project JREZ940055 that are allowable under Air Force regulations and failed to incorporate requirements cost estimates for project JREZ940056 that were developed by an architecture and engineering firm. As a result, the Air Force overstated project JREZ940055 costs by \$359,000 and project JREZ940056 costs by \$330,000.

### **Consolidation of Rome Laboratory Organizations**

As part of the closure of Griffiss Air Force Base, the Commission on Defense Base Closure and Realignment required Rome Laboratory, formerly a tenant of Griffiss Air Force Base, to consolidate its operations and become a "stand alone" organization. Project JREZ940055 (project 55) addresses the alteration of Building 2 to accommodate the Civil Engineering and Logistics Division functions. Project JREZ940056 (project 56) addresses a variety of miscellaneous BRAC-related requirements at several other Rome Laboratory buildings.

### **Project 55 Requirements**

The Air Force overestimated its administrative space requirements for project 55 by 2,759 square feet. Using Air Force Instruction 32-1024, "Standard Facility Requirements Handbook," May 31, 1994, which provides guidance to civil engineers and others in developing facility requirements, we determined that the total administrative space requirement should be 13,741 square feet instead of the 16,500 square feet estimated. The overestimated administrative space requirements resulted in DD Form 1391 estimated costs that were overstated by \$188,000. Additionally, costs for communications support and utilities and meters were overstated by a total of \$127,000, and

## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

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indirect project costs, which were calculated as a percentage of other estimated project costs, were correspondingly overstated by \$52,000. Consequently, the Air Force overstated project 55 by \$359,000.<sup>1</sup>

**Administrative Space Requirements.** The Rome Laboratory Civil Engineering estimated the project 55 requirements for Civil Engineering and Logistics Division administrative space at a total of 16,500 square feet using Air Force Instruction 32-1024, which provides guidance to civil engineers and others in developing facility requirements.

Square-foot amounts, as estimated on the DD Form 1391 and as used in this report, refer to "building gross floor area." In contrast to "net floor area" and "net office area," building gross floor area is defined by Air Force Instruction 32-1024 as including space used by walls, partitions, stairs, toilets, and other peripheral space.

Unless otherwise justified by certain circumstances, Air Force Instruction 32-1024 allows a maximum of 162 square feet of building gross floor area per person assigned to the administrative space. The Air Force instruction also provides for an allowance for special purpose space requirements in addition to the 162-square-feet-per-person allowance. However, Rome Laboratory Civil Engineering overestimated the allowable administrative space requirement by a total of 2,759 square feet, resulting in an overstated DD Form 1391 cost of \$188,000 for this requirement.

**Civil Engineering Administrative Space.** Rome Laboratory Civil Engineering did not follow the Air Force Instruction 32-1024 guidance on special purpose space requirements in developing its requirements for civil engineering administrative space. The Rome Laboratory Civil Engineering estimate of administrative space requirements identified 3,150 square feet of special purpose space. However, in developing its special purpose space requirement, Rome Laboratory Civil Engineering erroneously included areas such as a conference room, employee break areas, file areas, and copy machine room, which are, according to the Air Force Regulations, elements of the per-person allowance. The areas in the existing civil engineering facilities that meet the definition of "special purpose space" in the Air Force Regulations total 1,039 square feet. Therefore, special purpose space was overestimated by 2,111 square feet, which, accordingly, overstated the DD Form 1391 budget request by \$144,000.

In developing its administrative space requirements for its 25 administrative personnel, Rome Laboratory Civil Engineering added 20 square feet per person to the 162-gross-building-square-foot allowance because of the unique characteristics of the civil engineering function. The civil engineers, architects, and other personnel use large desks and files for drafting blueprints and other requirements. Deviations from the Air Force Instruction 32-1024 guidance are allowed when the deviations are justified as required by specific circumstances

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<sup>1</sup>The DD Form 1391 detail items were overestimated by a total of \$367,000. However, because the DD Form 1391 total was adjusted downward by \$8,000 because of rounding, we also adjusted downward the portion of the budget request that we consider unnecessary to \$359,000.

## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

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and judgment. Based on our physical observation of the existing civil engineering facilities and personnel, we consider 182 gross square feet per person to be reasonable.

**Logistics Division Administrative Space.** Rome Laboratory Civil Engineering based the administrative space requirement on a projected workforce of 45 personnel to be assigned to those areas. Additionally, 1,500 square feet of special support space was estimated to accommodate the Logistics Division's extensive data processing equipment, which is currently kept in several locations. Based on our physical observation of existing facilities that accommodate the data processing equipment, we consider the 1,500-square-foot allowance for special purpose space to be reasonable. However, the civil engineering drawings showed that four personnel would be physically located within the 1,500 square feet of special purpose space. The four personnel were double-counted in applying the projected workforce of 45 to the 162-gross-square-feet-per-person allowance. Thus, Logistics Division administrative space was overestimated by 648 square feet, which, accordingly, overstated the DD Form 1391 budget request by \$44,000.

**Communications Support and Utilities and Meters Estimates.** The DD Form 1391 and Rome Laboratory Civil Engineering estimated communications support at \$105,000 and utilities and meters at \$145,000. The architecture and engineering firm estimated the costs for communications support and utilities and meters at \$20,000 and \$103,000, respectively. Documentation supporting the DD Form 1391 did not exist. Additionally, Rome Laboratory Civil Engineering representatives could not explain why the DD Form 1391 estimated costs were larger. Accordingly, we believe that communications support and utilities and meters were overstated by \$85,000 and \$42,000, respectively.

**Indirect Costs.** The indirect costs shown on the DD Form 1391 for project 55 (specifically, contingency, supervision, inspection, and overhead) were estimated as a percent of other specific cost items on the DD Form 1391. Therefore, based on the overstated cost estimates for administrative space, communications support, and utilities and meters, as discussed above, indirect costs shown on the DD Form 1391 were overstated by a total of \$52,000.

**Summary of Audit of Project 55.** The detailed audit-validated requirements and costs under project 55 are summarized in Appendix E.

## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

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### **Project 56 Requirements**

The Air Force overstated its costs for alteration of the Rome Laboratory support facilities by \$239,000, communications support by \$50,000, site improvements by \$20,000, and indirect costs by \$46,000. Additionally, the Air Force may have underestimated its cost for utilities and meters by \$29,000. Consequently, the Air Force overstated project 56 by \$330,000.<sup>2</sup>

**Alteration of Rome Laboratory Support Facilities.** The architecture and engineering firm estimated the cost for alteration of the Rome Laboratory support facilities at \$176,000. Rome Laboratory Civil Engineering representatives were unable to provide specific justification for the additional costs reflected on the DD Form 1391, which showed an estimated cost of \$415,000. Thus, the DD Form 1391 reflected, as a minimum, \$239,000 of costs that were not documented. Accordingly, we consider those costs to be invalid. Other costs may be invalid depending on the accuracy of the architecture and engineering firm estimate.

**Utilities and Meters.** The architecture and engineering firm estimated the cost for utilities and meters at \$347,000. The DD Form 1391 showed an estimated cost of \$318,000. The Air Force did not incorporate the architecture and engineering firm cost data. Although we did not ascertain that the estimate prepared by the architecture and engineering firm was accurate, it appears that the DD Form 1391 cost for utilities and meters was understated by \$29,000.

**Site Improvements and Communications Support.** The DD Form 1391 shows line item estimates for communications support and site improvements at \$50,000 and \$20,000, respectively. The specific cost elements were not listed on the architecture and engineering firm estimate. Furthermore, Rome Laboratory civil engineering representatives were unable to provide any documentation or explanation as to why communications support or site improvements were listed on the DD Form 1391, except to speculate that communications support was "probably for telephones." However, in its estimate, the architecture and engineering firm showed no cost for cost elements titled "communication" and "site preparation." Therefore, in the absence of any supporting documentation, we believe that the Air Force listed in error the estimated costs for communications support and site preparation shown on the DD Form 1391 and, therefore, overstated the DD Form 1391 by \$70,000.

**Indirect Costs.** The Air Force estimated indirect costs shown on the DD Form 1391 for project 56 (specifically, contingency, supervision, inspection, and overhead) as a percentage of the total of the other specific cost items on the DD Form 1391. Therefore, based on the other overstated costs discussed before for project 56, the Air Force overstated indirect costs by a total of \$46,000.

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<sup>2</sup>The DD Form 1391 detail items were overestimated by a total of \$326,000. However, because the DD Form 1391 total was adjusted upward by \$4,000 because of rounding, we also adjusted upward the portion of the budget request that we consider unnecessary to \$330,000.

## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

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**Summary of Audit of Project 56.** The audit-validated requirements and costs under project 56 are detailed in Appendix E.

### **Conclusion**

The following table summarizes the results of our audit of the two Rome Laboratory BRAC projects.

**Table 2. Summary of Audit Results -- Rome Laboratory  
BRAC MILCON Projects 55 and 56**  
(amounts in thousands)

<u>Project No.</u>	<u>Calculated Cost</u>		<u>Invalid*</u>
	<u>Air Force</u>	<u>Audit</u>	
JREZ940055	\$ 2,550	\$ 2,191	\$ 359
JREZ940056	<u>940</u>	<u>610</u>	<u>330</u>
<b>Total</b>	<b>\$ 3,490</b>	<b>\$ 2,801</b>	<b>\$ 689</b>

\* Overstatement amounts shown for projects 55 and 56 reflect amounts for rounding of \$(8,000) and \$4,000, respectively, which were shown on the DD Forms 1391.

The DD Forms 1391 for projects 55 and 56 requested budgets for those projects of \$2,550,000 and \$940,000, respectively. However, the Air Force overstated its administrative space requirements, and overstated the costs for other DD Form 1391 requirements.

The total audit-validated budget request amounts for projects 55 and 56 were \$2,191,000 and \$610,000, respectively; therefore, the Air Force overstated those projects by \$359,000 and \$330,000, respectively.

**Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project  
Justifications for Rome Laboratory**

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**Recommendations, Management Comments, and Audit  
Response**

**A.1. We recommend that the Under Secretary of Defense (Comptroller):**

**a. Place project JREZ940055, "Alter Consolidated Logistical Facilities," on administrative withhold until the Air Force submits a revised DD Form 1391, "FY 1997 Military Construction Project Data," to accurately reflect requirements and costs.**

**b. Place project JREZ940056, "Alter Support Facilities," on administrative withhold until the Air Force submits a revised DD Form 1391, "FY 1997 Military Construction Project Data," to accurately reflect requirements and costs.**

**Under Secretary of Defense (Comptroller) Comments.** The Under Secretary of Defense (Comptroller) concurred with the recommendations and agreed to place funds for projects JREZ940055 and JREZ940056 on administrative withhold if the issues are not resolved by the beginning of FY 1997. The Under Secretary added that any savings resulting from the audit will be reprogrammed to other BRAC requirements as appropriate.

**A.2. We recommend that the Commander, Rome Laboratory:**

**a. Submit a revised DD Form 1391, "FY 1997 Military Construction Project Data," for project JREZ940055, "Alter Consolidated Logistical Facilities," that reflects valid Defense base realignment and closure requirements and costs. The revised DD Form 1391 should reflect accurate administrative space requirements.**

**b. Submit a revised DD Form 1391, "FY 1997 Military Construction Project Data," for project JREZ940056, "Alter Support Facilities," that reflects valid Defense base realignment and closure requirements and costs. The revised DD Form 1391 should incorporate current architecture and engineering design cost information.**

**c. Reduce the budget estimates for projects JREZ940055 and JREZ940056 by \$359,000 and \$330,000, respectively.**

**Air Force Comments.** In its original comments dated April 30, 1996, the Air Force concurred with the recommendations and submitted revised DD Forms 1391. However, on May 10, 1996 (memorandum dated May 13, 1996), the Air Force provided us with revisions to those comments, stating that the Air Force nonconcurred with the recommendations on project JREZ940055. However, the Air Force still concurred with our recommendations on project JREZ940056.

For project JREZ940055, the Air Force took exception to the audit-calculated square footage amount for administrative office space and concluded that Rome Laboratory Civil Engineering should be allowed 8,317 square feet of

## **Finding A. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Rome Laboratory**

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administrative space and that the Logistics Division should be allowed 8,692 square feet. The Air Force comments, as revised, show an administrative personnel count for Civil Engineering of 31 personnel instead of the 25 personnel that, as discussed in the report, the Air Force projected and we accepted. The purpose of the increase in personnel projected in the revised comments was to allow space for toilet rooms that were not previously included in the budget request. Furthermore, the Air Force revised its estimated personnel count for the Logistics Division to 51 personnel from 41 and itemized increased special purpose space requirements, including allowances for break areas, conference rooms, and a training room.

**Audit Response.** The Air Force comments, as revised, did not include a revised DD Form 1391. Therefore, we are assuming that the Air Force position is that the DD Form 1391 for project JREZ940055 should be adjusted to reflect the revised 17,009 square feet of administrative office space multiplied by \$68 per square foot, which results in a total budget request of \$2.5 million instead of the \$2.2 million budget request on the DD Form 1391 that was submitted with the original Air Force comments.

We contacted the Air Force BRAC MILCON Chief to clarify the basis for the increased personnel requirements. The Chief stated that the revised personnel counts were in error and that the Air Force concurred with the audited personnel counts of 25 and 41 personnel for Civil Engineering and Logistics Divisions, respectively. He stated that we should adjust the Air Force comments by creating a new line item for toilet rooms, showing 1,092 square feet of administrative space, instead of the 6 additional personnel for Civil Engineering. (Six personnel multiplied by 182 square feet per person also totals 1,092 square feet.)

We consider the Air Force comments to be partially responsive to the recommendations. According to Air Force Instruction 32-1024, space requirements for toilets, break rooms, and conference rooms are part of the building gross floor area allowance of 162 square feet per person. As discussed in the report, we agreed with Rome Laboratory Civil Engineering Division representatives that this allowance should be increased to 182 square feet per person for Civil Engineering administrative space. Therefore, the additional items detailed in the Air Force BRAC MILCON Chief's revision to the Air Force comments do not meet the definition of "special purpose space" and should not be used as a basis for increasing the DD Form 1391 budget request.

Additionally, the audit-calculated special purpose space requirements are based on space existing in the current Civil Engineering and Logistics Divisions' facilities. We consider space requirements in excess of space in existing facilities to be corrections of existing deficiencies. BRAC MILCON funds may not be used to correct existing deficiencies.

In summary, we maintain that funding for project JREZ940055 should be reduced by \$359,000. Accordingly, we request that the Air Force reconsider its position on the recommendation and provide comments on the final report.



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## **Finding B. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Northeast Air Defense Sector**

The Air Force could not provide documentation to support its cost estimate for \$800,000 for Northeast Air Defense Sector (NEADS) project JREZ959632, "Alter NEADS Facilities." Additionally, the \$55,000 requirement to upgrade Building 700 no longer exists. The Air Force did not document requirements because the Air Force personnel tasked with developing the cost estimates were not aware of the necessity of maintaining auditable documentation to support the DD Form 1391 budget request. As a result, we were unable to validate the cost estimate for project JREZ959632.

### **Consolidation of NEADS Facilities**

As part of the closure of Griffiss Air Force Base, the Commission on Defense Base Closure and Realignment required NEADS, formerly a tenant of Griffiss Air Force Base, to consolidate its operations and become a "stand alone" organization. As part of its consolidation process under BRAC procedures, NEADS is relocating personnel to Building 102, which will allow Building 131 to be declared as excess and turned over to the Base Conversion Agency. The relocation requires alterations in Building 102 to maximize space efficiency and increase its capacity.

### **Project JREZ959632 Requirements**

The NEADS representative responsible for BRAC was unable to provide adequate documentation to support the estimated project costs for Building 102. Additionally, the requirement to upgrade Building 700, which was estimated on the DD Form 1391 at \$55,000, no longer exists.

**Building 102 Requirements.** The NEADS representative responsible for BRAC provided documentation that showed, in general, the various task requirements for accommodating the NEADS support function, including wall removal, wall construction, asbestos removal, and prewired workstation installation. According to the NEADS representative, when he and a representative from the First Air Force Transition Team developed the cost estimates for the requirements, they documented the calculations, assumptions, and other cost information. However, without knowing that the documentation

## **Finding B. Adequacy of Air Force Defense Base Realignment and Closure Project Justifications for Northeast Air Defense Sector**

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would later be required as audit evidence, the First Air Force Transition Team representative discarded the documentation. Thus, we were unable to validate the cost estimate for project JREZ959632.

**Building 700 Requirements.** The DD Form 1391 for project JREZ959632 showed a requirement to upgrade Building 700, valued at \$55,000, to house the security police and to construct a weapons storage vault. However, according to the NEADS representative, after the DD Form 1391 was developed, NEADS was able to accommodate the security police and adequately satisfy the weapons storage requirements without the Building 700 upgrade. Accordingly, the Building 700 upgrade requirement on the DD Form 1391 no longer exists.

## **Recommendations, Management Comments, and Audit Response**

**B.1. We recommend that the Under Secretary of Defense (Comptroller) place project JREZ959632, "Alter NEADS [Northeast Air Defense Sector] Facilities," on administrative withhold until the Air Force submits a revised DD Form 1391, "FY 1997 Military Construction Project Data," to reflect valid requirements and costs that are supported by adequate documentation.**

**Under Secretary of Defense (Comptroller) Comments.** The Under Secretary of Defense (Comptroller) concurred with the recommendation and agreed to place funds for project JREZ959632 on administrative withhold if the issues are not resolved by the beginning of FY 1997. The Under Secretary added that any savings resulting from the audit will be reprogrammed to other BRAC requirements as appropriate.

**B.2. We recommend that the Commander, Northeast Air Defense Sector:**

**a. Submit a revised DD Form 1391, "FY 1997 Military Construction Project Data," for project JREZ959632, "Alter NEADS [Northeast Air Defense Sector] Facilities," that reflects valid Defense base realignment and closure requirements and costs that are fully supported by adequate documentation.**

**b. Cancel the DD Form 1391 requirement to upgrade Building 700.**

**Air Force Comments.** The Air Force comments stated, "We concur with your recommendation to withhold funding until the design is complete." The Air Force also submitted a revised DD Form 1391 for project JREZ959632 that reflected the cancellation of the requirement to upgrade Building 700 and a reduction of the budget request by \$60,000.

**Finding B. Adequacy of Air Force Defense Base Realignment and Closure Project  
Justifications --Northeast Air Defense Sector**

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**Audit Response.** The Air Force comments are partially responsive to the recommendations. Although the Air Force canceled the requirement to upgrade Building 700 and provided a revised DD Form 1391, the Air Force did not state in its comments whether or not the budget request for the project was fully supported by adequate documentation. Recommendation B.2.a. states that the Commander, Northeast Air Defense Sector, should "Submit a revised DD Form 1391 . . . that reflects valid [BRAC] requirements and costs that are *fully supported by adequate documentation* [emphasis added]." Accordingly, in Recommendation B.1., we recommend that the Under Secretary of Defense (Comptroller) place project JREZ959632 on administrative withhold until a revised DD Form 1391 is provided that is, as stated above, fully supported by adequate documentation. We did not recommend, as stated in the Air Force comments, that funding be withheld only "until the design is complete." Any documentation generated by or resulting from such a design may, as determined by Office of the Inspector General, DoD, auditors, serve as audit evidence from which the budget request for project JREZ959632 could be partially or fully validated. However, it would be inappropriate to release funding for this project merely upon completion of a design, without proper audit verification of the supporting documentation. Therefore, we request that the Air Force provide comments on the final report stating whether or not the revised DD Form 1391 is fully supported by adequate documentation.

## **Part II - Additional Information**

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## Appendix A. Scope and Methodology

**Scope of This Audit.** We examined the FY 1997 BRAC MILCON budget request, economic analysis, and supporting documentation for space requirements for three projects for the realignment of Griffiss Air Force Base. The three projects are estimated to cost a total of \$4.29 million.

**Audit Period, Standards, and Locations.** This economy and efficiency audit was performed during February 1996 in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. The audit did not rely on computer-processed data or statistical sampling procedures. See Appendix F for the potential benefits resulting from the audit. Appendix G lists the organizations visited or contacted during the audit.

**DD Form 1391 Detailed Requirements for Project 55.** The Rome Laboratory Civil Engineering representative provided us with the project requirements that Rome Laboratory Civil Engineering estimated. The requirements were the basis for the most recent architecture and engineering design and cost estimate. We used the detail that the representative provided as the basis for the audit because the Air Force was unable to support the detailed quantity and unit cost requirements originally shown on the DD Form 1391 for project 55. The Rome Laboratory Civil Engineering representative stated that the Air Force Materiel Command, which is the Air Force major command over Rome Laboratory, did not consult with her office when developing the detailed estimates. She further stated that she believed the detailed estimate to be arbitrarily "plugged" to fit. The Air Force Materiel Command representative could not provide any support or rationale to justify the Building 2 requirements. See Appendix E for the details on the DD Forms 1391 budget requests that we used as the basis for our audit for projects 55 and 56 and for our audit results on the budget requests.

**Architecture and Engineering Firm Cost Estimates.** The cost estimates that an architecture and engineering firm developed were the only documentation that the Air Force could provide to support its estimated costs for the DD Forms 1391 requirements for projects 55 and 56. We reviewed the cost estimates to ensure that the estimates were comparable to the overall scope of work shown on the DD Forms 1391 and to assess the overall cost estimating methodology. In the absence of additional documentation or other evidence that would place in question the accuracy of the architecture and engineering firm cost estimates, we determined that those cost estimates provided a reasonable basis from which to determine the validity of estimated costs for the DD Form 1391 requirements.

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## Appendix B. Summary of Prior Audits and Other Reviews

Since 1991, numerous audit reports have addressed DoD BRAC issues. This appendix lists the summary reports for the audits of BRAC budget data for FYs 1992 through 1996 and BRAC audit reports published since the summary reports.

### Inspector General, DoD

<u>Report No.</u>	<u>Report Title</u>	<u>Date</u>
96-127	Defense Base Realignment and Closure Budget Data for the Closure of Roslyn Air National Guard Base and Realignment to Stewart Air National Guard Base, New York	May 23, 1996
96-122	Defense Base Realignment and Closure Budget Data for the Realignment of Air Education and Training Command at Vandenberg Air Force Base, California	May 17, 1996
96-119	Defense Base Realignment and Closure Budget Data for the Construction of a Multiple Purpose Facility at Fort McCoy, Wisconsin	May 14, 1996
96-118	Defense Base Realignment and Closure Budget Data for the Medical and Dental Clinic Expansion Project at Naval Weapons Stations Charleston, South Carolina	May 13, 1996
96-116	Defense Base Realignment and Closure Budget Data for the Relocation of Deployable Medical Systems to Hill Air Force Base, Ogden, Utah	May 10, 1996
96-112	Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Cecil Field, Florida, and Realignment of the Aviation Physiology Training Unit to Naval Air Station Jacksonville, Florida	May 7, 1996
96-108	Defense Base Realignment and Closure Budget Data for the Naval Shipyard, Philadelphia, Pennsylvania	May 6, 1996

## Appendix B. Summary of Prior Audits and Other Reviews

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### Inspector General, DoD (cont'd)

<u>Report No.</u>	<u>Report Title</u>	<u>Date</u>
96-104	Defense Base Realignment and Closure Budget Data for the Construction of the Overwater Antenna Test Range Facility at Newport, Rhode Island	April 26, 1996
96-101	Defense Base Realignment and Closure Budget Data for the Closure of Naval Air Station Barbers Point, Hawaii, and Realignment of P-3 Aircraft Squadrons to Naval Air Station Whidbey Island, Washington	April 3, 1996
96-093	Summary Report on the Audit of Defense Base Realignment and Closure Budget Data for FYs 1995 and 1996	April 3, 1996
94-040	Summary Report on the Audit of Defense Base Closure and Realignment Budget Data for FYs 1993 and 1994	February 14, 1994
93-100	Summary Report on the Audit of Defense Base Closure and Realignment Budget Data for Fiscal Years 1992 and 1993	May 25, 1993

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## **Appendix C. Background of Defense Base Realignment and Closure and Scope of the Audit of FY 1997 Defense Base Realignment and Closure Military Construction Costs**

**Commission on Defense Base Closure and Realignment.** On May 3, 1988, the Secretary of Defense chartered the Commission on Defense Base Closure and Realignment (the Commission) to recommend military installations for realignment and closure. Congress passed Public Law 100-526, "Defense Authorization Amendments and Base Closure and Realignment Act," October 24, 1988, which enacted the Commission's recommendations. The law also established the Defense Base Closure Account to fund any necessary facility renovation or MILCON projects associated with BRAC. Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," November 5, 1990, reestablished the Commission. The law also chartered the Commission to meet during calendar years 1991, 1993, and 1995 to verify that the process for realigning and closing military installations was timely and independent. In addition, the law stipulates that realignment and closure actions must be completed within 6 years after the President transmits the recommendations to Congress.

**Required Defense Reviews of BRAC Estimates.** Public Law 102-190, "National Defense Authorization Act for Fiscal Years 1992 and 1993," December 5, 1991, states that the Secretary of Defense shall ensure that the authorization amount that DoD requested for each MILCON project associated with BRAC actions does not exceed the original estimated cost provided to the Commission. Public Law 102-190 also states that the Inspector General, DoD, must evaluate significant increases in BRAC MILCON project costs over the estimated costs provided to the Commission and send a report to the congressional Defense committees.

**Military Department BRAC Cost-Estimating Process.** To develop cost estimates for the Commission, the Military Departments used the Cost of Base Realignment Actions computer model. The Cost of Base Realignment Actions computer model uses standard cost factors to convert the suggested BRAC options into dollar values to provide a way to compare the different options. After the President and Congress approve the BRAC actions, DoD realigning activity officials prepare a DD Form 1391, "FY 1997 Military Construction Project Data," for each individual MILCON project required to accomplish the realigning actions. The Cost of Base Realignment Actions computer model provides cost estimates as a realignment and closure package for a particular realigning or closing base. The DD Form 1391 provides specific cost estimates for an individual BRAC MILCON project.

**Limitations and Expansion to Overall Audit Scope.** Because the Cost of Base Realignment Actions computer model develops cost estimates as a BRAC package and not for individual BRAC MILCON projects, we were unable to determine the amount of cost increases for each individual BRAC MILCON



## **Appendix C. Background of Defense Base Realignment and Closure and Scope of the Audit of FY 1997 Defense Base Realignment and Closure Military Construction Costs**

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project. Additionally, because of prior audit efforts that determined potential problems with all BRAC MILCON projects, our audit objectives included all large BRAC MILCON projects.

**Overall Audit Selection Process.** We reviewed the FY 1997 BRAC MILCON \$820.8 million budget submitted by the Military Departments and the Defense Logistics Agency. We excluded projects that were previously reviewed by DoD audit organizations. We grouped the remaining BRAC MILCON projects by location and selected groups of projects that totaled at least \$1 million for each group. We also reviewed those FY 1996 BRAC MILCON projects that were not included in the previous FY 1996 budget submission, but were added as part of the FY 1997 BRAC MILCON budget package.

## Appendix D. Projects Identified as Invalid or Partially Valid

**Table D-1. Causes of Invalid or Partially Valid Projects**

<u>Project Location</u>	<u>Project Number</u>	<u>Causes of Invalid Projects</u>		<u>Causes of Partially Valid Projects</u>	
		<u>Overstated</u>	<u>Unsupported</u>	<u>Overstated</u>	<u>Unsupported</u>
Rome Laboratory	JREZ940055			X	
Rome Laboratory	JREZ940056			X	
NEADS	JREZ959632				X

**Table D-2. Recommended Changes in Project Estimates**

<u>Project Location</u>	<u>Project Number</u>	<u>Amount of Estimate on DD Form 1391 (thousands)</u>	<u>Recommended Amount of Change</u>	
			<u>Invalid Projects (thousands)</u>	<u>Partially Valid Projects (thousands)</u>
Rome Laboratory	JREZ940055	\$2,550	\$0	\$359
Rome Laboratory	JREZ940056	940	0	330
NEADS	JREZ959632	800	0	55
<b>Total</b>		<b>\$4,290</b>	<b>\$0</b>	<b>\$744</b>

**Total Invalid and Partially Valid Projects**

**\$744**

# Appendix E. Summary of Rome Laboratory Projects and Audit Results

## Project JREZ940055

Description	Requested		Validated		Overstated Amount (000)
	Quantity	Unit Cost (000)	Quantity	Unit Cost (000)	
Alter Administrative Offices	16,500SF*	\$68	13,741SF*	\$68	\$188
Alter Civil Engineering Shops	7,500SF*	45	7,500SF*	45	0
Alter Civil Engineering Shops	15,000SF*	18	15,000SF*	18	0
Alter Vehicle Storage	Lump	Sum	Lump	Sum	0
Communications Support	Lump	Sum	Lump	Sum	85
Utilities/Meters	Lump	Sum	Lump	Sum	42
<b>Subtotal</b>		<b>\$2,194</b>		<b>\$1,879</b>	<b>\$315</b>
Contingency (10 percent)		219		188	31
<b>Subtotal</b>		<b>\$2,413</b>		<b>\$2,067</b>	<b>\$346</b>
Supervision, Inspection and Overhead (6 percent)		145		124	21
<b>Subtotal</b>		<b>\$2,558</b>		<b>\$2,191</b>	<b>\$367</b>
Rounding		(8)			(8)
<b>Total</b>		<b>\$2,550</b>		<b>\$2,191</b>	<b>\$359</b>

\* Square feet.

## Appendix E. Summary of Rome Laboratory Projects and Audit Results

### Project JREZ940056

Description	Requested			Validated			Overstated Amount (000)
	Quantity	Unit Cost	Total Amount (000)	Quantity	Unit Cost	Total Amount (000)	
Alter Support Facilities	Lump	Sum	\$415	Lump	Sum	\$176	\$239
Utilities/Meters	Lump	Sum	318	Lump	Sum	347	(29)
Site Improvement	Lump	Sum	20	Lump	Sum	0	20
Communications Support	Lump	Sum	<u>50</u>	Lump	Sum	<u>0</u>	<u>50</u>
<b>Subtotal</b>			<b>\$803</b>			<b>\$523</b>	<b>\$280</b>
Contingency (10 percent)			<u>80</u>			<u>52</u>	<u>28</u>
<b>Subtotal</b>			<b>\$883</b>			<b>\$575</b>	<b>\$308</b>
Supervision, Inspection and Overhead (6 percent)			<u>53</u>			<u>35</u>	<u>18</u>
<b>Subtotal</b>			<b>\$936</b>			<b>\$610</b>	<b>\$326</b>
Rounding			<u>4</u>			<u>—</u>	<u>4</u>
<b>Total</b>			<b>\$940</b>			<b>\$610</b>	<b>\$330</b>

## Appendix F. Summary of Potential Benefits Resulting From Audit

Recommendation Reference	Description of Benefit	Amount of Benefit
A.1. and B.1.	Economy and Efficiency. Avoids inappropriate expenditure of BRAC MILCON Funds.	Undeterminable. Exact amount of benefit will be determined by future budget submissions and decisions.
A.2.	Economy and Efficiency. Bases BRAC MILCON project estimates on accurate data for alteration of Rome Laboratory consolidated logistical facilities and support facilities.	FY 1997 Base Closure Account funds of \$689,000 put to better use.
B.2.a.	Economy and Efficiency. Bases BRAC MILCON project estimates on accurate data for alteration of NEADS facilities.	Undeterminable. Exact amount of benefit will be determined by future budget submissions and decisions.
B.2.b.	Economy and Efficiency. Cancels invalid requirement to upgrade Building 700.	FY 1997 Base Closure Account funds of at least \$55,000 put to better use.

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## **Appendix G. Organizations Visited or Contacted**

### **Office of the Secretary of Defense**

Under Secretary of Defense (Comptroller), Washington, DC

### **Department of the Air Force**

Air Combat Command, Langley Air Force Base, VA

First Air Force Transition Team, Tyndall Air Force Base, FL

Northeast Air Defense Sector, Rome, NY

Air Force Materiel Command, Wright-Patterson Air Force Base, OH

Rome Laboratory, Rome, NY

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## **Appendix H. Report Distribution**

### **Office of the Secretary of Defense**

Under Secretary of Defense for Acquisition and Technology  
Director, Defense Logistics Studies Information Exchange  
Under Secretary of Defense (Comptroller)  
Deputy Chief Financial Officer  
Deputy Comptroller (Program/Budget)  
Deputy Under Secretary of Defense (Industrial Affairs and Installations)  
Principle Assistant Deputy Under Secretary of Defense (Industrial Affairs  
and Installations)  
Assistant to the Secretary of Defense (Public Affairs)

### **Department of the Army**

Auditor General, Department of the Army

### **Department of the Navy**

Assistant Secretary of the Navy (Financial Management and Comptroller)  
Auditor General, Department of the Navy

### **Department of the Air Force**

Assistant Secretary of the Air Force (Financial Management and Comptroller)  
Deputy Assistant Secretary of the Air Force (Installations)  
Commander, Air Combat Command  
Commander, Northeast Air Defense Sector  
Commander, Air Force Materiel Command  
Commander, Rome Laboratory  
Auditor General, Department of the Air Force

### **Other Defense Organizations**

Director, Defense Contract Audit Agency  
Director, Defense Logistics Agency

## **Other Defense Organizations (cont'd)**

Director, National Security Agency  
Inspector General, National Security Agency  
Inspector General, Defense Intelligence Agency

## **Non-Defense Federal Organizations and Individuals**

Office of Management and Budget  
Technical Information Center, National Security and International Affairs Division,  
General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees:

Senate Committee on Appropriations  
Senate Subcommittee on Defense, Committee on Appropriations  
Senate Subcommittee on Military Construction, Committee on Appropriations  
Senate Committee on Armed Services  
Senate Committee on Governmental Affairs  
House Committee on Appropriations  
House Subcommittee on Military Construction, Committee on Appropriations  
House Subcommittee on National Security, Committee on Appropriations  
House Committee on Government Reform and Oversight  
House Subcommittee on National Security, International Affairs, and Criminal  
Justice, Committee on Government Reform and Oversight  
House Committee on National Security

Honorable Alfonse M. D'Amato, U.S. Senate  
Honorable D. Patrick Moynihan, U.S. Senate  
Honorable Sherwood L. Boehlert, U.S. House of Representatives



## **Part III - Management Comments**

# Under Secretary of Defense (Comptroller) Comments



COMPTROLLER  
(Program/Budget)

OFFICE OF THE UNDER SECRETARY OF DEFENSE  
1100 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1100



May 9, 1996

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING, DOD IG

SUBJECT: DoD IG Quick-Reaction Report on Defense Base Realignment and Closure  
1997 Data for the Closure of Griffiss Air Force Base and Realignment of Rome  
Laboratory and Northeast Air Defense Sector, Rome, New York  
(Project No. 6CG-5001.23)

This responds to your April 19, 1996, memorandum requesting our comments on the subject report.

The audit states that the Air Force overstated the space requirements and costs for projects, JREZ940055, "Alter Consolidated Logistical Facilities;" JREZ940056, "Alter Support Facilities;" and JREZ95632, "Alter NEADS Facilities" associated with the closure of Griffiss Air Force Base, New York.

This audit recommends that the USD(Comptroller) place the funds for these three projects on administrative withhold until the Air Force submits revised DD 1391 forms that accurately reflect the requirements and costs for the projects.

The funding for the projects at issue is included in the fiscal year 1997 Base Realignment and Closure (BRAC) budget request. We generally agree with the audit findings and recommendations and will place the funds associated with the projects on administrative withhold if the issue is not resolved by the start of the fiscal year. Also, we will reprogram any savings resulting from the audit to other BRAC requirements as appropriate.

B. R. Paseur  
Director for Construction

# Air Force Comments



## DEPARTMENT OF THE AIR FORCE

WASHINGTON DC 20330-1000

30 April 1996

MEMORANDUM FOR The Assistant Inspector General for Auditing  
Office of the Inspector General  
Department of Defense

FROM: SAF/MIIT  
1660 Air Force Pentagon  
Washington, DC 20330-1660

SUBJECT: Quick Reaction Report on Defense Base Realignment and Closure Budget Data for  
the Closure of Griffis AFB, and Realignment of Northeast Air Defense Sector,  
Rome New York, April 19, 1996 (6CG-5001.23)


This is in reply to your memorandum requesting the Assistant Secretary of the Air Force  
(Financial Management and Comptroller) provide Air Force comments on subject report.

Your report addresses three BRAC MILCON projects at Griffiss AFB. The first recommendation is to reduce the scope/cost of project JREZ 940055, "Alter Consolidated Logistical facilities" for the administrative area and reduce the costs for communications support/utility meters based on updated design. You requested an updated DD Form 1391. WE CONCUR. The revised DD Form 1391 is attached. Funding is on hold until design is complete.

Your second recommendation is to reduce the estimated costs/eliminate the site improvements (fence) / communication support (based on updated design) for JREZ940056 "Alter Support Facilities." You requested an updated DD Form 1391. WE CONCUR. The revised DD Form 1391 is attached. Funding is on hold until design is complete.

Your third recommendation is to reaccomplish project JREZ 959632 "Alter NEADS Facilities" to delete facility 700. You were unable to validate costs for alteration of facility 102 as design had just begun. The funding for the pre-wired workstations will be removed from the DD Form 1391 per the new MILCON policy. WE CONCUR with your recommendation to withhold funding until the design is complete. The revised DD Form 1391 is attached.

Our POC is Mr Lester R. Schauer, DSN: 227-6559.

  
Michael D. Callaghan, Col, USAF  
Chief, Base Transition Division

Attachment:  
DD 1391 (3 ea)  
cc:  
SAF/FMBIC  
SAF/MII  
AF/CEC  
AFMC/CEC  
ANG/RC/XO/CE

1. COMPONENT		FY 1997 MILITARY CONSTRUCTION PROJECT DATA (computer generated)		2. DATE	
AIR FORCE					
3. INSTALLATION AND LOCATION			4. PROJECT TITLE		
GRIFFISS AIR FORCE BASE, NEW YORK			BASE CLOSURE-ALTER CONSOLIDATED LOG FACILITIES		
5. PROGRAM ELEMENT	6. CATEGORY CODE	7. PROJECT NUMBER	8. PROJECT COST(\$000)		
7.28.06	219-946	JRE2940055	2,200		
9. COST ESTIMATES					
ITEM		U/M	QUANTITY	UNIT COST	COST (\$000)
BASE CLOSURE-ALTER CONSOLIDATED LOG FACILITIES		LS			1,780
ALTER ADMINISTRATIVE OFFICES		SM	1,250	760	( 950)
ALTER CIVIL ENGINEERING SHOPS		SM	700	480	( 336)
ALTER CIVIL ENGINEERING STORAGE		SM	1,400	200	( 280)
ALTER VEHICLE STORAGE		LS			( 214)
SUPPORTING FACILITIES					120
COMMUNICATIONS SUPPORT		LS			( 20)
UTILITIES/METERS		LS			( 100)
SUBTOTAL					1,900
CONTINGENCY (10%)					190
TOTAL CONTRACT COST					2,090
SUPERVISION, INSPECTION AND OVERHEAD (6%)					125
TOTAL REQUEST					2,215
TOTAL REQUEST (ROUNDED)					2,200
10. Description of Proposed Construction: Alter partitions, lighting, electrical power systems, heating, ventilation, and air conditioning (HVAC) systems, and install latrines/shower facilities. Relocate industrial equipment as necessary. Install vehicle access ramps, overhead doors, heating curtains, washrack, fire walls, and all necessary support.					
11. REQUIREMENT: 4,750 LS ADEQUATE: 0 SUBSTANDARD: 36,255 LS PROJECT: Convert building into a Consolidated Logistical Facility in support of Rome Laboratory and other DOD retained functions. REQUIREMENT: Realignment of Griffiss Air Force Base, NY. A facility is required to provide Rome Lab (AFMC), Air National Guard, Defense Reutilization and Marketing Office (DRMO), 1st Space Surveillance Squadron (AFSPACECOM) with facility maintenance shops, storage, and administrative functions as a key part of the lab's ability to "stand-alone" in its present location. These facilities must include adequate electrical power, floor space layout, and HVAC for industrial equipment and skilled laborers, dedicated to facility maintenance of the lab. It must also provide engineers and administrative personnel with adequate work space. Vehicles must be protected from the severe weather conditions in northern NY state. CURRENT SITUATION: These functions are presently tenants at Griffiss AFB. When the 416th Wing is inactivated, Rome Lab must "stand-alone" in its existing location. To effectively operate as an Air Force laboratory, civil engineering and vehicle storage functions must be physically transferred inside the new "cantonment" area. IMPACT IF NOT PROVIDED: Civil engineering and vehicle storage functions will continue to operate outside the cantonment area. This physical separation will force the Air Force to retain excess property away from					

## Air Force Comments

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1. COMPONENT	FY 1997 MILITARY CONSTRUCTION PROJECT DATA (computer generated)	2. DATE
AIR FORCE		
3. INSTALLATION AND LOCATION		
GRIFFISS AIR FORCE BASE, NEW YORK		
4. PROJECT TITLE		5. PROJECT NUMBER
BASE CLOSURE-ALTER CONSOLIDATED LOG FACILITIES		JREZ940055

the main Rome Lab campus. The Air Force will pay higher facility maintenance and operations costs while these functions continue to operate in an inefficient manner.

ADDITIONAL: Funding is to be provided from the Base Closure Account. There is no criteria/scope included in Part II of Military Handbook 1190. "Facility Planning and Design Guide".

1. COMPONENT		FY 1997 MILITARY CONSTRUCTION PROJECT DATA (computer generated)		2. DATE	
AIR FORCE					
3. INSTALLATION AND LOCATION			4. PROJECT TITLE		
GRIFFISS AIR FORCE BASE, NEW YORK			BASE CLOSURE-ALTER SUPPORT FACILITIES		
5. PROGRAM ELEMENT	6. CATEGORY CODE	7. PROJECT NUMBER	8. PROJECT COST(\$000)		
7.28.06	610-128	JREZ940056	610		
9. COST ESTIMATES					
ITEM	U/M	QUANTITY	UNIT COST	COST (\$000)	
BASE CLOSURE-ALTER SUPPORT FACILITIES	LS			178	
ALTER CONTRACTING/FINANCE FACILITY	SM	450	150	( 68)	
ALTER AIRCRAFT MODIFICATION FACILITY	LS			( 40)	
ALTER SECURITY POLICE OPERATIONS	SM	230	150	( 35)	
ALTER COMMUNICATIONS CENTER	LS			( 35)	
SUPPORTING FACILITIES				345	
UTILITIES/METERS	LS			(345)	
SUBTOTAL				523	
CONTINGENCY (10%)				52	
TOTAL CONTRACT COST				575	
SUPERVISION, INSPECTION AND OVERHEAD (6%)				35	
TOTAL REQUEST				610	
TOTAL REQUEST (ROUNDED)				610	
10. Description of Proposed Construction: Modify partitions, lighting, electrical power systems, heating, ventilation, and air conditioning (HVAC) systems, raised flooring, alarm consoles, and customer service counters. Includes utility meters and all necessary support.					
11. REQUIREMENT: 680 SM ADEQUATE: 0 SUBSTANDARD: 680 SM PROJECT: Modify four Rome Laboratory facilities and install meters. REQUIREMENT: Realignment of Griffiss AFB, NY. Facilities are required to provide Rome Lab with offices for military and civilian personnel, accounting/finance, security police (law enforcement, weapons qualification, supply, information security, and reports and analysis) capabilities. Rome Lab also requires a fully operational communications center, that includes a sensitive compartmentalized information facility (SCIF) inside the center for storage of classified documents. Rome Lab is a national asset that performs research and development (R&D) on command, control, communications, and intelligence (C3I) systems for the Air Force and other government agencies. Utility meters are required for financial control when the Lab becomes a "stand alone" function. CURRENT SITUATION: Rome Lab is presently a tenant of the 416th Bomb Wing at Griffiss AFB. When the Wing is inactivated, Rome Lab must "stand-alone" in its existing location. To effectively operate as an Air Force laboratory, personnel, accounting and finance, and security police functions directly related to the Rome Lab presence at Griffiss AFB must be physically relocated to the Rome Lab "cantonment" area. In addition, the existing communications center must include perimeter and interior intrusion detection systems to protect classified information located in the SCIF. An intrusion detection system does not exist currently because the facility is manned twenty-four hours a day. When the Wing is					

## Air Force Comments

1. COMPONENT	FY 1997 MILITARY CONSTRUCTION PROJECT DATA (computer generated)	2. DATE
AIR FORCE		
3. INSTALLATION AND LOCATION		
GRIFFISS AIR FORCE BASE, NEW YORK		
4. PROJECT TITLE	5. PROJECT NUMBER	
BASE CLOSURE-ALTER SUPPORT FACILITIES	JREZ940056	

realigned, the facility will be manned part-time.

IMPACT IF NOT PROVIDED: Administrative functions in support of Rome Lab will continue to operate in facilities outside the cantonment area. This physical separation will force the Air Force to retain excess property away from the main Rome Lab campus. As a result, the Air Force will pay higher facility operations and maintenance costs. If the communications center is not protected, Rome Lab will have to either build a new SCIF, or post a guard during non-duty hours. Both options are cost prohibitive.

ADDITIONAL: Funding is to be provided from the Base Closure Account. The criteria/scope of this project is not included in Part II of Military Handbook 1190, "Facility Planning and Design Guide".



1. COMPONENT		FY 1996 MILITARY CONSTRUCTION PROJECT DATA (computer generated)		2. DATE	
ANG					
3. INSTALLATION AND LOCATION			4. PROJECT TITLE		
GRIFFISS AIR FORCE BASE NEW YORK			BASE CLOSURE-ALTER NEADS FACILITY		
5. PROGRAM ELEMENT	6. CATEGORY CODE	7. PROJECT NUMBER	8. PROJECT COST (\$000)		
55296F	171-443	JREZ959632	740		
9. COST ESTIMATES					
ITEM	U/M	QUANTITY	UNIT COST	COST (\$000)	
BASE CLOSURE-ALTER NEADS FACILITY	SM	2,100		546	
UPGRADE BLDG 102	SM	2,100	260	(546)	
SUPPORTING FACILITIES				90	
ASBESTOS REMOVAL	LS			( 65)	
UTILITY METERS	LS			( 25)	
SUBTOTAL				636	
CONTINGENCY (10%)				64	
TOTAL CONTRACT COST				700	
SUPERVISION, INSPECTION AND OVERHEAD (6%)				42	
TOTAL REQUEST				742	
TOTAL REQUEST (ROUNDED)				740	
10. Description of Proposed Construction: Upgrade facility 102 with new flooring, ceiling, and wall finishes. Provide new electrical, heating and air conditioning. Bathroom upgrades and all other work as required.					
11. REQUIREMENT: 2,100 SM ADEQUATE: 0 SUBSTANDARD: 2,100 SM PROJECT: Alter building 102 for the NEADS mission. REQUIREMENT: The realignment of Griffiss AFB generates a requirement for adequate administrative, training, and storage for the NEADS mission. Command and administrative functions for the NEADS mission will occupy Bldg 102. Additional personnel activities such as Weather and Security Police have become a part of the NEADS mission after base realignment. CURRENT SITUATION: As a result of base realignment, two facilities are not required. The entire NEADS support function can be collocated in Bldg 102, allowing Bldg 131 to be declared as excess and returned to the Base Conversion Agency. Bldg 102 meets space requirements but requires interior upgrade. Building 131 will be given to the local reuse authority. IMPACT IF NOT PROVIDED: Unable to consolidate functions in Bldgs 102, resulting in higher operating costs to operate and maintain both Bldgs 102 and 131. Bldg 131 would not be returned to the Base Conversion Agency as excess. ADDITIONAL: Funding is to be provided from the Base Closure Account. This project meets the criteria/scope specified in Part II of Military Handbook 1190, "Facility Planning and Design Guide."					

# Revision to Air Force Comments



DEPARTMENT OF THE AIR FORCE  
WASHINGTON DC 20330-1000

13 May 1996

MEMORANDUM FOR The Assistant Inspector General for Auditing  
Office of the Inspector General  
Department of Defense

FROM: SAF/MIIT  
1660 Air Force Pentagon  
Washington, DC 20330-1660

SUBJECT: Quick Reaction Report on Defense Base Realignment and Closure Budget Data for  
the Closure of Griffis AFB, and Realignment of Northeast Air Defense Sector,  
Rome New York, April 19, 1996 (6CG-5001.23)

This is in reply to telecons regarding supplemental data involving BRAC MILCON project  
JREZ940055, "Alter Consolidated Logistical Facilities", of the subject report.

Rome Laboratory did follow AFH 32-1084 when determining special purpose space. The  
following is the calculated administrative and *special purpose* space for Civil Engineering:

Administrative Space (per Section 11.3)

CE Admin 182 sf/per x 31 persons.....5,642sf  
includes toilet rooms (2)...req'd per table 6.15; there are no existing toilet rooms in  
reasonable proximity to these offices

Special Purpose Space (per Section 11.2.6)

Computer room.....  
Plotter /Drawing Reproduction room.....625sf  
Record Drawing Storage.....300sf  
Reference Library..... 300sf  
CE/LG Training room (shared space..... 420sf  
Total gross SF of Special Purpose for Civil engineering.....2,125sf

Administrative support space (per Section 11.3.3)

Central contract/project filing.....200sf

Additional required space (per Section 6, Table 6.15)

Break Area 259sf per x 14 shop persons.....350sf  
(Req'd as per Table 6.15 for Civil Engineering facilities)

Total gross SF required for Civil Engineering Admin.....8,317sf

The Administrative requirements for Logistics are as follows:

## Revision to Air Force Comments

2

Administrative Space (per section 11.3)  
LG Admin 162 sf/per x 41 persons.....6,642sf

Special Purpose Space (per section 11.2.6)  
other spaces (as agreed).....1,500sf

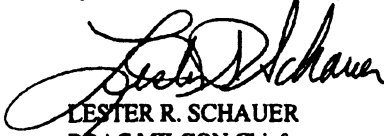
Administrative support space (per section 11.3.3)  
Central filing/reference library.....200sf  
Break Area (per section 11.3).....350sf

This space is included in the 162 sf/ per must be based on the total LG staff of 51 persons  
Total gross SF required for Logistics Admin.....8692sf

Request you reevaluate the requirement of administrative space for civil engineering and Logistics.

Request you authorize a total of 1,600 square meters of administrative space for this MILCON Line item.

Funding for both Rome Lab projects will be adjusted when the 100% design is completed.

  
LESTER R. SCHAUER  
BRAC MILCON Chief

cc:  
RL/CV-DO  
AFMC/CEC

## **Audit Team Members**

This report was prepared by the Contract Management Directorate, Office of the Assistant Inspector General for Auditing, DoD.

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